

# **TAPPING A NEW WORKFORCE: FROM WELFARE TO WORK IN THE FEDERAL GOVERNMENT A RESOURCE GUIDE**

## ***OBJECTIVE***

**To put welfare recipients to work in the Federal Government by providing agencies with tools and resources to facilitate recruiting and hiring.**

### **The Challenge: Tapping a New Workforce**

The Employment and Training Administration of the Department of Labor has the responsibility of overseeing the nation's workforce development programs. These programs serve all citizens, including welfare recipients, and can be a significant resource for Federal agency recruitment and hiring. Workforce development programs provide their clientele with such services as assessment, counseling, basic education, occupational skills training, on-the-job-training, work experience, and job search assistance. Supportive services such as assistance with child care, medical care, and transportation are often provided to enable low income individuals to participate in the programs. Workforce development programs are a valuable recruitment resource for Federal agencies and are easily accessible all across the nation.

This Resource Guide contains useful information about the United States Workforce Development System and how the system can assist Federal agencies in their quest to identify, recruit, and hire welfare recipients. The Guide provides background information on "The Challenge" to Federal agencies to hire welfare recipients. The "Who They Are..." section of the Guide shows "who" constitutes the new workforce by providing a profile of welfare recipients to aid Federal recruiters in structuring hiring plans. "Where to Find Them..." is the section that explains how assistance can be found in a timely manner, which programs and services are available through the Workforce Development System, and contains comprehensive directories in the appendices of people to contact. The section, "Hiring Welfare Recipients," provides a human resources approach to recruiting and hiring welfare recipients in the Federal Government as well as a worker training program curriculum. Finally, the "How to Retain Them..." section contains information and suggestions on activities that Federal agencies may wish to consider to help retain their new employees. A Glossary of Acronyms is included on page 26 of this Guide.

On March 8, 1997, President Clinton issued an Executive Memorandum to Federal agency and department heads instructing them to use all available authorities to move welfare recipients into available jobs in the government. In his Memorandum, the President directed each agency to take the following actions:

### ***AGENCY ACTIONS***

- Prepare an individualized hiring plan detailing how the agency intends to recruit and hire qualified welfare recipients.
- Propose an outreach program and utilize current resources to inform organizations that regularly work with welfare recipients of Federal job opportunities.
- Build on the existing nationwide employment and training systems.
- Describe how it will assist welfare recipients, once hired, to keep their jobs.

In 1996, landmark legislation reforming welfare as we know it was passed into law. The Personal Responsibility and Work Opportunity Reconciliation Act makes dramatic changes to the current system including a “work first” provision that acknowledges the importance of work experience in reducing welfare dependency and advancing self-sufficiency. The new law places restrictions on the length of time a recipient may participate in the program and establishes a work requirement for recipients. An obvious goal of the new legislation is to move people from welfare to work. The task is enormous; and, for employment efforts to succeed, all sectors of the economy need to be engaged, including the Federal Government as an employer.

### **Profile of Welfare Recipients: Who They Are...**

Nationwide, the effort to move individuals from welfare to work is gaining new momentum. The caseloads in most States have been declining over the past few years, but there are still about 4 million adults with dependent children receiving cash assistance. Under the new Temporary Assistance for Needy Families (TANF) block grant, which replaces the former Aid to Families with Dependent Children (AFDC) program, Congress requires all States to take more aggressive action to prepare welfare recipients for work and place them into jobs.

The welfare population is not homogeneous and there are many common misperceptions, or myths, about welfare recipients. While there is considerable variation in what the welfare population looks like across States and local jurisdictions, this Resource Guide provides a profile of the national welfare population, highlighting selected characteristics that might be related to employment. The data were obtained from a study conducted by the National Urban Institute. Listed in the Table that follows are some important facts about the welfare population.

### ***WELFARE FACTS***

- Over 90 percent of welfare parents are single mothers.
- Most welfare mothers are in their twenties and thirties.
- Welfare mothers are fairly evenly distributed among the major ethnic groups.
- The academic levels of welfare recipients cover the full range of educational attainment.
- Most welfare recipients have only one child.
- A majority of welfare recipients have work experience.
- The average length of time a family is on welfare varies greatly.

### ***Profile of the Welfare Recipient Population***

**Over 90 percent of welfare parents are single mothers.** About 17 percent of the welfare cases consist of children only, often because the child is living with an adult who is not his or her parent, and whose needs are not included in the welfare check. Of the cases that do include an adult, 90 percent are headed by a single mother and ten percent are two-parent cases where the head of the household is unemployed. Table 1 shows the marital status of adults who are currently receiving welfare.

<b>Table 1 Marital Status</b>	
<b>Marital Status</b>	<b>% of Welfare Adults</b>
Married	10%
Divorced, Widowed, or Separated	36%
Never Married	54%

**Most welfare mothers are in their twenties and thirties** , a prime working age group. Over one third are between 30 and 39 years of age. Table 2 shows the percentage of welfare mothers by age.

<b>Table 2 Age</b>	
<b>Age</b>	<b>% of Welfare Mothers</b>
Under 20	6.3%
20-24	24.6%
25-29	22.6%
30-39	34.9%
40 & older	11.5%

**Welfare mothers are evenly distributed among the major ethnic groups.** Nearly equal numbers of white (non-Hispanic) and African-Americans are on welfare. About 37 percent of the caseload is white, 36 percent is African American, and 20 percent is of Hispanic origin. Table 3 displays the percentage of welfare mothers in each of the three major ethnic groups represented in this country, with the remaining grouped together in the “other” category.

<b>Table 3 Ethnicity</b>	
<b>Ethnicity</b>	<b>% of Welfare Mothers</b>
White	37%
African- American	36%
Hispanic	20%
Other	6%

**The academic levels of welfare recipients cover the full range of educational attainment.** While about 42 percent have not received a high school diploma or equivalency, over half have at least a high school education, including some who have attended college. Table 4 shows the academic levels achieved by the welfare population.

<b>Table 4 Academic Levels</b>	
<b>Education</b>	<b>% of Welfare Adults</b>
Less than High School	42%
High School or Graduate Equivalency	42%
Some college	16%

**Most welfare recipients have only one child.** Like the population in general, the average welfare family has fewer than two children. Most welfare recipients have very young children. About two-thirds of welfare families have at least one child under the age of five. Tables 5 and 6 show the percentage of welfare families with the corresponding numbers and ages of children.

<b>Table 5 Number of Children</b>		<b>Table 6 Age of Children</b>	
<b>Number of Children</b>	<b>% of Welfare Families</b>	<b>Age of Youngest Child</b>	<b>% of Welfare Families</b>
0-1	45.5%	Under 3 years	38.6%
2-3	44.9%	3 - 4 years	17.1%
Over 3	9.6%	5 - 12 years	33.3%

**A majority of welfare recipients have work experience.** Over two-thirds of women who are on welfare had some recent work experience before applying for public assistance. About 43 percent of women who receive welfare for some time during a two-year period combine work and welfare in some way. Table 7 shows work experience prior to receiving welfare and while receiving welfare.

<b>Table 7</b>	
<b>Work Experience</b>	
<b>Work Experience Before Welfare</b>	
No recent work experience	30%
Recently worked	70%
<b>Work Combined With Welfare</b>	
Average amount of work experience	4.2 years
% welfare mothers who worked in 2-year period	43%
Average weeks worked in a 2-year period	24 weeks

**The average length of time a family is on welfare varies greatly.** About 30 percent of all single-parent cases have received welfare for a total of less than 24 months. However, a significant proportion of cases have been on welfare for a long period of time. The average (mean) duration on welfare is about 6.5 years. Nearly half of all welfare cases at any given point in time have received assistance for over five years. Table 8 shows the length of time welfare mothers receive welfare payments.

<b>Table 8</b>	
<b>Length of Time on Welfare</b>	
<b>Months of Welfare Use (lifetime to date)</b>	<b>% of Welfare Mothers</b>
1-12 months	16.4%
13-24 months	11.9%
25-36 months	9.5%
37-48 months	7.8%
49-60 months	6.6%
61 or more months	47.8%
Mean time on welfare	6.5 years

# **Recruiting Welfare Recipients: Where to Find Them...**

## **The Workforce Development Delivery System**

There are many public resources in local communities available to help employers identify, recruit and hire new workers. Knowing exactly how to tap into existing resources can save valuable time in the recruiting, hiring and training processes. Many local organizations that receive Department of Labor funding can provide “just-in-time” assistance when a recruitment need occurs. This Resource Guide provides information about agencies and programs that can help alleviate the burden of identifying and recruiting qualified workers. Comprehensive contact lists for each organization or program are provided in the appendices.

All the resources in the world are useless if the people who need them cannot find them. Following are descriptions of Department of Labor programs and agencies and what they can do for you. Each resource described in the Guide corresponds to an appendix containing the names, addresses and phone numbers of contact staff for the agency or program. Whenever possible, local contacts are listed in order to provide you with immediate assistance.

As you begin to use this Resource Guide, please keep in mind that it was created for use by Federal agencies across the country. Therefore, much of the contact information will probably not be of interest to you because you will most likely be interested primarily in the programs and organizations in your state or community that can quickly respond to your need for assistance. It is suggested that you reconstruct this Guide to best suit your needs. You may want to highlight specific entries or tab the pages that list contacts in your area. We have attempted to make this Guide user friendly -- we hope you will make it even more so in order that it best suits your needs.

## ***JTPA SERVICES***

The Job Training Partnership Act, known as JTPA, is the major Federal legislation supporting job training services to economically disadvantaged individuals. Although the States play a key intermediary role in JTPA, most of the action takes place at the local level in Service Delivery Areas (SDAs). Service Delivery Areas have Private Industry Councils (PICs) made up of representatives of the public, private and non-profit sectors and operate similar to a board of directors. The SDAs recruit, assess, train, and place workers (many of whom are welfare recipients) into jobs. Employers also benefit from these services. Personnel at the SDAs work directly with employers to find the right person for the job. They also deliver a wide range of services to their program participants. Among these are:

- Occupational training
- On-the-job training
- Basic education
- Job and career counseling
- Coordination for supportive services

Please See Appendices A & B: State JTPA Liaisons and Service Delivery Area Directors

### ***The Role of the Job Training Partnership Act in Workforce Development***

The Job Training Partnership Act (JTPA) provides job training services for economically disadvantaged adults and youth, dislocated workers and others who face significant employment barriers. The Act, which became effective on October 1, 1983, seeks to move jobless individuals into permanent, self-sustaining employment.

State and local governments, together with the private sector, have primary responsibility for development, management, and administration of training programs under JTPA. Governors have approval authority over locally developed plans and are responsible for monitoring program completion success and compliance.

*Title I of JTPA* describes the coordination between State and local governments and the business community to produce partnerships that combine effective program administration and knowledge of the private-sector job market. The coordination includes the following elements:

*State Job Training Coordinating Council* -- appointed by the Governor and composed of representatives of business, State agencies, local government, organized labor, community-based organizations and the general public to recommend training components of the Act and play a critical



role in planning employment services authorized by the Wagner-Peyser Act. In lieu of a State Job Training Coordinating Council, the State may establish a Human Resource Investment Council, which, in addition to the above responsibilities, also reviews and coordinates other major Federal and State Human Service Programs.

*Service Delivery Areas (SDAs)* -- designated by the Governor to receive Federal job training funds. Among the areas automatically eligible to be SDAs are those where local governments have populations of 200,000 or more.

*Private Industry Councils (PICs)* -- appointed by local elected officials to guide and oversee employment and training programs. Private Industry Councils serve as key mechanisms for bringing the private sector into the active management of job training programs. Membership includes representatives from business, education, organized labor, rehabilitation agencies, community-based organizations, economic development agencies and public employment services. The majority of the members must represent business and industry within the SEA and the chairperson must be a business representative.

#### *Title II-A Adult Training Programs*

Title II-A authorizes training and services for economically disadvantaged adults and others who face significant employment barriers. Training is provided through grants to States for local training and employment programs. States are responsible for further allocating funds to their SDAs and for overseeing the planning and operation of local programs, which are designed at the local level based on local labor market needs and opportunities. Program services include an assessment of an economically disadvantaged individual's needs and abilities and a strategy of services such as classroom training, on-the-job training, job-search assistance, work experience, counseling, basic skills training, and supportive services.

#### *Title II-B Summer Youth Training*

Title II-B offers economically disadvantaged young people jobs and training during the summer. This includes basic and remedial education, work-experience programs and supportive services such as transportation assistance. Academic enrichment also is a major part of the program and may include basic and remedial education.

#### *Title II-C Year-Round Youth Training*

Title II-C provides year-round training and employment programs for youth, both in-school and out-of-school. Program services may include all authorized adult services, limited internships in the private sector, school-to-work transition services, and alternative high school services.

### **What You Can Expect from the JTPA Title II Referral**

Private Industry Councils design their training strategies based on the demands of the local labor market. Training generally falls into two categories: basic education and occupation specific skills. Occupational skills training is provided in either classroom or on-the-job settings. Services provided include orientation to the world of work, counseling, and job search techniques. While the mix of training services will vary from one locale to another and from one individual to another, Federal agencies can assume the following:

- The service provider will have thoroughly evaluated and assessed the needs of the referral and constructed an individual development plan.
- Supportive services needs will have been determined and provided, funds permitting.
- Training will have been provided in accordance with the plan tailored to the individual's needs.

#### ***EMPLOYMENT/JOB SERVICE OFFICES***

The State Employment/Job Service, which is affiliated with the U.S. Employment Service, operates more than 1,800 local offices throughout the nation. Each year, these offices assist millions of job seekers and employers through a labor exchange function free of charge. America's Job Bank (AJB) provides an electronic marketplace on the Internet, where job seekers can access thousands of jobs, and employers can post and manage their own job listings. The web site for the AJB is <http://www.ajb.dni.us>. Depending on need, State and local offices may provide specialized assistance to such groups as youth, women, older workers, persons with disabilities, rural residents, and the economically disadvantaged, including welfare recipients. Some of the services that the Employment/Job Service Offices provide are as follows:

- Assisting job seekers find employment.
- Assisting employers in filling job vacancies.
- Facilitating the matching of employer and job seeker needs.
- Providing information about jobs, training opportunities, and occupational demand-and-supply situations within particular labor markets.

Please See Appendix C: Employment/Job Service Offices

### **The Role of the Employment/Job Service Offices Within the Workforce Development System**

The public employment service was established under the Wagner-Peyser Act of 1933. This Act was amended in 1982, to give more authority to Governors. Funds are allocated to each State to plan and administer a labor exchange program which best responds to the needs of the State's employers and workers. The Federal Government, through the U.S. Department of Labor's Employment and Training Administration, provides general direction, funding and oversight and also assists the States with programs of test development, occupational analysis, and maintenance of an occupational classification system.

The State Employment/Job Service Offices, which are affiliated with the U.S. Employment Service, operate more than 1,800 local Employment Service offices. Each year these offices assist millions of job seekers and employers and, in some areas, provide job training and related services.

The public employment service is available to all individuals legally authorized to work in the United States. In addition, it helps to implement some provisions of the Immigration Reform and Control Act of 1986. Also, there is a Federal mandate that veterans be provided with priority service and that disabled veterans be given preferential treatment. State agencies are also required to make job counseling available for any person with a disability.

In accordance with their needs, States may provide specialized assistance to such groups as youth (ages 16-22), women, older workers, persons with disabilities, rural residents, and the economically disadvantaged.

Public employment service assistance, including employability assessment and referral to training if necessary, is free to job seekers. Most of the service's appropriations come from the trust funds collected under the Federal Unemployment Tax Act (FUTA), with a small portion coming from general revenues. Federal regulations require that each state maintain a statewide labor exchange with at least the capability to:

- Assist job seekers in finding appropriate employment;
- Assist employers in filling job vacancies;
- Facilitate matching employer and job seeker needs;
- Participate in a system for sharing labor information between the states (in other words -- for interstate exchange of information about job opportunities and labor surpluses and/or shortages;) and
- Meet the work-test for unemployment insurance claimants.

Among the Employment Service's activities to match employer and job seeker needs are circulation of information about jobs, training opportunities and occupational demand-and-supply situations within particular labor markets; preparation of State and local planning information; and provision of computerized listings of local, State and national job openings.

### **What You Can Expect from the Employment/Job Service Offices Referral**

Given the varied implementation strategies at both the State and local levels for moving welfare recipients into Federal jobs, it is difficult to be definitive about what assumptions Federal agencies should make in planning to target welfare recipients. However, agencies can generally anticipate the following:

- Welfare referrals will have had some level of employability and skills assessment. Federal agencies should make sure that referring organizations identify any basic or occupational skill requirements up front, so that the initial "match" and referral has a higher potential for success.
- Individuals participating in work activities will, before coming to a potential employment site, sign a "personal responsibility contract," developed with their case managers as a first step in the transition to employment. This agreement outlines the individual's responsibilities in the work activity, the benefits and supportive services associated with the work activity, and the penalties for violating the agreement. Thus, individuals referred for work activity, whether paid employment or work experience, should arrive on-the-job with a basic understanding of their obligation and responsibilities as a work participant.
- Most individuals will have some level of instruction/assistance in job search and job retention, but may not have had in-depth participation for full-time work participation. For those with little experience in the work setting, management and peer support on-the-job will be critical to success.
- Case managers will make follow-up contacts with the hiring agency and the individual participant. These contacts will not be intrusive, and are intended to identify and prevent potential adjustment and performance problems.

### ***ONE-STOP CAREER CENTER SYSTEM***

The One-Stop Career Center System integrates the nation's employment and training services. One-Stop customers are provided with a single point of access to basic labor exchange functions, including job search assistance, job referral, and job placement; to America's Job Bank and labor market information; and to information on education and training programs. The U.S. Department of Labor has provided funding to some States to assist them in planning and implementing One-Stop systems. Typically, One-Stop Career Centers provide a wide range of employment and training services to a universal clientele. One-Stop Career Center Systems provide for the following:

- Comprehensive array of services.
- Single point of entry - no wrong door.
- Customer oriented services providing customer choice.
- Up-to-date labor market information.
- Consolidated programming and case management.

Please See Appendices D & E: One-Stop Career Center Offices

### ***The Role of the One-Stop Career Center System in Workforce Development***

A common frustration among job-seekers and employers today is the difficulty of finding quality information on available employment and training programs and having to go from one place to another to actually receive information and services. The One-Stop Career Center System is the organizing vehicle for transforming this fragmented array of employment and training programs into an integrated service delivery system for job-seekers and employers. The U.S. Department of Labor, in partnership with the State and local governments, is working to transfer this vision of an integrated, high-quality delivery system into reality.

While each State's one-stop system is being designed in conjunction with local communities to best meet their particular needs, Federal human resource specialists should know that four principles are key to all One-Stop Career Center Systems:

### ***Universality***

All population groups have access to a wide array of job seeking and employment development services, including the initial assessment of skills and abilities, self-help information relating to career exploration and skill requirements of various occupations, local, State and national job listings, consumer report information on the performance of local education and training providers, and quality labor market information.

### ***Customer Choice***

Giving customers choices is critical to a One-Stop Career Center System. Employers and job seekers have choices in where and how they can obtain information and services -- co-location of all services in a center, remote access through technology -- and have access to the information they need to make informed choices among education and training options.

### ***Integration***

A One-Stop Career Center System offers a seamless approach to service delivery, providing access to services under a wide array of employment, training, and education programs. This program integration also requires integration of governance structures at both the State and local levels.

### ***Performance Driven/Outcome Based Measures***

To ensure customer satisfaction, One-Stop Career Center Systems must have clear outcome measures and consequences for failing to meet them.

One-Stop is the cornerstone of the new Workforce Development System; it transforms a fragmented array of employment and training programs into an integrated service delivery system for individuals and employers. By the end of 1997, a total of 33 States will have received implementation grants. These three year grants -- with each year's funding based on satisfactory performance -- provide seed money to establish the system's infrastructure (cross-training of staff, development of customer satisfaction surveys, installation of technical infrastructure, etc.). The remaining 21 States and territories have received planning grants to prepare for implementation.

The first sixteen One-Stop Implementation States currently have over 200 full service centers in operation (see the directory in Appendix E). These Centers offer access to all information and services under the Job Training Partnership Act, Employment/Job Service, Unemployment Insurance, and the Senior Community Service Employment Program. In some locations, the Job Opportunities and Basic Skills (JOBS) program, Vocational Rehabilitation, Vocational Education, Community College and other educational programs and services can also be found.

## ***JOB CORPS***

Job Corps is the nation's largest and most comprehensive residential and non-residential job training and education program for at-risk youth. Since its inception, it has provided nearly two million young men and women with the skills needed to become productive, tax paying members of society. Job Corps has a current enrollment of approximately 60,000 youth ages 15 through 24, at 111 centers nationwide. Seventy-five percent of disadvantaged youth served by Job Corps find jobs, join the military, or pursue further education. These are positive outcomes for youth that could otherwise be unemployed, on welfare, or turn to lives of crime. The services provided by the Job Corps include:

- Vocational training
- Academic educational courses
- Social skills development
- Occupational and personal counseling
- Job placement

Please See Appendix F: Job Corps Center Directors

### ***The Role of the Job Corps in Workforce Development***

The Job Corps program for disadvantaged youth is operated through 111 centers in 46 States, the District of Columbia and Puerto Rico. It is a time-tested program, touching the lives of 100,000 young people every year. Since its inception in 1964, Job Corps has guided more than 1.5 million young people away from lives filled with poverty, unemployment, crime, welfare dependency, and steered them towards brighter futures filled with self-confidence, independence and productive employment.

Job Corps succeeds in a way few other programs -- public or private -- do. It is a full-time, year-round residential and non-residential program that offers a comprehensive array of training, education and supportive services, including supervised dormitory housing, meals, medical care and counseling. Some Job Corps centers also provide on-site child care to enable young women with children to participate in education and training classes at the center. All Job Corps centers operate with a Zero Tolerance policy for violence and drugs.

The program provides occupational exploration, world of work and social skills training, and competency-based vocational and basic education. Occupational training is provided in areas such as business and clerical, health occupations, food service, computer skills, automotive, construction trades, and welding. Post-program placement services are provided for all terminees.

Approximately 90% of students are residential; the remaining students (non-residential) commute to their centers daily. Students can be enrolled in Job Corps for up to two years. Enrollment in Job Corps is voluntary and programs are designed to allow students to progress at their own pace.

The typical Job Corps student is an 18-year old high school dropout who reads at the seventh grade level and has never had a full-time job. Approximately 80% of Job Corps students are high school dropouts, and 40% are from families on public assistance.

The Job Corps program operates through a partnership of government, labor and the private sector. Major corporations - such as Global Associates, ITT, Vinnell, Management and Training Corporation, Career Systems Development Corporation, Res-Care and MINACT - operate 82 Job Corps centers under contracts with the U.S. Department of Labor. Twenty-nine centers, known as Civilian Conservation Centers, are located on Federal lands and are operated by the Departments of Agriculture and Interior. Labor unions and trade associations conduct vocational training at many Job Corps centers. Support contractors, utilizing a national network of volunteers, provide assistance to former students in locating suitable housing and other short-term support.



## ***NATIONAL PROGRAMS***

The U.S. Department of Labor administers several programs from the national level. These programs are operated by grantee organizations that apply directly to DOL for job training and employment funds. The Department provides policy guidance, technical assistance, and oversight to these programs. The programs generally provide training, work experience, and supportive services. Following is a brief description of these programs:

### ***➤ Migrant and Seasonal Farmworkers Program***

This program is intended to help combat chronic unemployment, underemployment and substandard living conditions among farmworkers and their families. The programs provide training and supportive services to farmworkers who seek alternative job opportunities that will bring an income above the poverty level. Several special supportive services are available such as housing and emergency relief.

### ***➤ Indian and Native American Program***

Programs for Native Americans provide services to American Indians, Eskimos, Aleuts, Hawaiians, and others of Native American descent who are economically disadvantaged, unemployed, or underemployed. In addition to job referrals, the programs offer job training, counseling, and other employment-related services to help them prepare for and hold productive jobs.

### ***➤ Senior Community Service Employment Program***

The SCSEP promotes creation of part-time jobs in community service activities for jobless, low income people at least 55 years old that have poor employment prospects. Individuals work at senior citizen centers, in schools or hospitals, agencies for the disabled, fire prevention programs, and beautification and restoration projects.

### ***➤ Projects for People with Disabilities***

The general purpose of these projects is to increase the number and quality of job opportunities for individuals with disabilities and to empower them to integrate more fully into society. These projects provide special outreach services, tailored training, job development and job placement services. Additionally, the projects provide services which address conditions that constitute barriers to employment such as sight, hearing, epilepsy, mental-retardation and other physical and emotional impairments.

Please See Appendices G, H, I, & J: National Program Operators

Presented below are more comprehensive overviews of the role of these National Programs in the Workforce Development System.

### ***The Role of the Migrant and Seasonal Farmworkers Program in Workforce Development***

The Employment and Training Administration administers this national program to help combat chronic unemployment, underemployment and substandard living conditions among migrant and seasonal farmworkers and their families. The program is designed to provide training and supportive services to farmworkers who seek alternative job opportunities that will enable them to secure stable employment at an income above the poverty level and to improve the living standard of those who remain in the agricultural labor market.

Through grants to public and private non-profit institutions, economically disadvantaged farmworker families are furnished training and other employment-related services, including classroom training, on-the-job training, work experience and supportive services, including day care, health care, legal aid, transportation assistance and food and housing in emergency situations. In addition, several special supportive services are rendered including technical assistance, housing, and emergency relief. The program covers migrant and seasonally employed farmworkers and their dependents who have earned most of their income from farmwork in 12 of the last 24 months and whose income is below Federal poverty standards.

### ***The Role of the Indian and Native American Program in Workforce Development***

The Department of Labor sponsors special employment and training programs to help jobless Native Americans. Eligible persons include American Indians, Eskimos, Aleuts, Hawaiians and others of Native American descent who are economically disadvantaged (by Federal poverty standards), unemployed, or underemployed.

In addition to job referrals, the programs offer job training, counseling and other employment-related services to help program participants prepare for and hold productive jobs. Included are supportive services such as child care, transportation, and training allowances.

### ***The Role of the Senior Community Service Employment Program in Workforce Development***

The Senior Community Service Employment Program (SCSEP) promotes creation of part-time jobs in community service activities for jobless, low-income people at least 55 years old who have poor employment prospects.

The SCSEP is sponsored by State and territorial governments and 10 national sponsors: Asociacion Nacional Pro Personas Mayors; National Center on Black Aged, Inc.; National Council on the Aging; American Association of Retired Persons; National Council of Senior Citizens; National Urban League, Inc.; Green Thumb, Inc.; National Pacific/Asian Resource Council on Aging; National Indian Council on Aging; and the U.S. Department of Agriculture's Forest Service.

Individuals work in part-time jobs at senior citizen centers, in schools or hospitals, in programs for the handicapped, in fire prevention programs and beautification and restoration projects.

In addition to providing employment for needy jobless workers, this program makes possible an array of community services to the elderly. Services include nutrition programs, recreation, health and home care and transportation. Participants receive annual physical examinations, personal and job-related counseling, job training if necessary, and in some cases placement into regular unsubsidized jobs. Participants may work up to 1,300 hours per year (20-25 hours a week).

SCSEP participants must be at least 55 years old, have family income of not more than 25 percent above the Federal poverty level and be capable of performing the tasks to which they are assigned. Of all SCSEP participants, almost 80 percent are over 60, two-thirds are women, more than 30 percent are minority group members, and more than 50 percent did not finish high school.

### **The Role of Projects for People with Disabilities in Workforce Development**

Over the last 15 years, the Employment and Training Administration's Projects for People with Disabilities Program has been administered by the Office of Job Training Programs. It is authorized under the Job Training Partnership Act and is funded through grants awarded on an annual basis.

The general purpose of these projects is to increase the number and quality of job opportunities for individuals with disabilities and to empower them to integrate more fully into society. The projects provide special outreach services, tailored training, job development and job placement services. The grantees operate national programs which, in many instances, are linked to local rehabilitation agencies and programs. Additionally, these projects provide services which address each of the major conditions which constitute barriers to labor market participation--sight, hearing, epilepsy, mental retardation and other physical and emotional impairments, including learning disabilities categories.

### **STATE WELFARE OFFICES**

The Temporary Assistance for Needy Families (TANF) program is a block grant program that replaced the existing Aid to Families with Dependent Children (AFDC) program and the Job Opportunities and Basic Skills (JOBS) program. Under TANF, each State must conduct a program that provides assistance to needy families with children and provides parents with job preparation, work, and supportive services to enable them to leave the program and become self-sufficient. The State Welfare Office administering the program can provide useful information to Federal agencies about the services that are available to move welfare recipients from the welfare rolls to work. A directory containing the name, address, and telephone number of State Welfare Offices is provided in Appendix K as a resource for additional information.

Please See Appendix K: State Welfare Office Directors

## **Hiring Welfare Recipients**

When welfare recipients become employed in government agencies, there are a variety of services the agency may want to consider offering to assist the new employees in their jobs. Training for new employees and managers will go a long way in ensuring the successful transition for former welfare recipients into the world of government work. Such training could be structured to include an orientation to the agency, workplace skills such as time management and working in teams, transition skills to help build self-esteem, assistance in financial planning, learning work ethics, and balancing work and home responsibilities.

A complete training program would also include provisions for continuous development in areas such as GED preparation, basic skills and computer literacy. A managerial component would cover topics such as understanding employee support services, preparing individual employee development plans, job coaching, and mentoring. To assist agency personnel in designing a training program for new employees and their managers, a description of a potential agency strategy for a welfare-to-work training initiative and a sample curriculum outline are included for information purposes. The guidance was prepared by the Department of Labor.

WELFARE TO WORK INITIATIVE POTENTIAL AGENCY STRATEGIES	
PLANNING PHASE	
COMPONENTS	RESOURCES
Brief key Agency officials on the Welfare-to-Work initiative and on Agency goals and targets.	<ul style="list-style-type: none"> <li>- Top Agency Managers</li> <li>- Human Resource Directors</li> </ul>
Identify numbers, locations and types of positions as well as necessary technical skills.	<ul style="list-style-type: none"> <li>- Program managers</li> <li>- Budget staff</li> <li>- Human Resource staff</li> </ul>
Complete Agency plan, finalize timelines and report to the President.	<ul style="list-style-type: none"> <li>- Agency management</li> </ul>
Identify recruitment sources based on job locations, type of work and skills required. Develop on-going relationships for future hiring.	<ul style="list-style-type: none"> <li>- DOL Web Site</li> <li>- JTPA and Welfare Agencies</li> <li>- State Employment/Job Services</li> <li>- State Welfare Agencies</li> </ul>
IMPLEMENTATION PHASE	
COMPONENTS	RESOURCES
<b>Referral and Selection:</b> <ul style="list-style-type: none"> <li>- Analyze required qualifications</li> <li>- Determine type of authority needed</li> <li>- Interview and select</li> <li>- Enter on duty</li> </ul>	<ul style="list-style-type: none"> <li>- Human Resources staff working with selection officials</li> </ul>
<b>Initial Individual Development:</b> <ul style="list-style-type: none"> <li>- Introduction to workplace environment</li> <li>- Career counseling and Individual Development Plan (IDP) generation</li> <li>- Basic skills and/or remedial training</li> <li>- Orient supervisors (set expectations, input for IDP, sources for support)</li> </ul>	<ul style="list-style-type: none"> <li>- Employee development staff</li> <li>- Career Counselors</li> <li>- Career Transition Centers</li> <li>- JTPA Contractors</li> </ul>
<b>Worksite Development Activities:</b> <ul style="list-style-type: none"> <li>- OJT and mentoring</li> <li>- Technical skill development</li> <li>- Other IDP activities</li> <li>- Follow-up on progress</li> </ul>	<ul style="list-style-type: none"> <li>- Supervisors in consultation with all of the resources listed above</li> </ul>

WELFARE TO WORK INITIATIVE TRAINING COMPONENTS	
<b>TRAINING</b> - Participants all start employment on the same day (class size is determined by single/multiple start dates). - All participants would stay together for 4 to 6 weeks of training. - Training components are offered for both employees and managers.	
Worker Training Component	
<b>Orientation</b> Entry on Duty Processing ◦ New Employment Orientation ◦ Skills Assessment ◦ Agency Orientation ◦ Benefits and Programs (day care, transportation)	<b>Workplace Skills (Basics)</b> ◦ Office skills ◦ Time management ◦ Communication ◦ Working in teams ◦ Computer literacy
<b>Transition Skills</b> ◦ Image building/building self-esteem ◦ Balancing home and work ◦ Managing change and stress ◦ Financial planning ◦ Mentoring ◦ Work Ethics ◦ Conflict Resolution at Home and Work ◦ Preventative Health and Substance Abuse Issues	<b>Continuous Development</b> ◦ Brown Bag Lunches ◦ Basic Literacy ◦ GED Preparation ◦ Computer Literacy
Managerial Training Component	
<b>Orientation</b> ◦ Understanding Worker Training Program ◦ Roles and Responsibilities ◦ Worker Trainee Program Overview ◦ IDP Development ◦ Identify On-Site Job Coach ◦ Identify Personal Mentor ◦ Communication ◦ Employee Support Services (Work Life Programs, Health Services)	

<p align="center"><b>U.S. DEPARTMENT OF LABOR</b>  <b>WORKER TRAINING SAMPLE CURRICULUM</b></p>	
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<b>Week 1</b>	<input type="checkbox"/> Welcome and Expectations <input type="checkbox"/> Entry Processing <input type="checkbox"/> New Employee Orientation <input type="checkbox"/> Time to Network <input type="checkbox"/> Skills Assessment and Individual Counseling <input type="checkbox"/> Individual Development Plan Process <input type="checkbox"/> Image Building <input type="checkbox"/> Work Ethics
<b>Week 2</b>	<input type="checkbox"/> Workplace Skills <input type="checkbox"/> Customer Service <input type="checkbox"/> Building Self-esteem
<b>Week 3</b>	<input type="checkbox"/> Work Experience <input type="checkbox"/> Feedback and Problem Solving <input type="checkbox"/> Balancing Home and Work
<b>Week 4</b>	<input type="checkbox"/> Financial Planning <input type="checkbox"/> Communication and Conflict Management <input type="checkbox"/> Sharing and Problem Solving

## **Training and Supporting New Employees: How to Retain Them...**

After hiring welfare recipients, it is important to help them stay employed. This may require that the agency provide additional orientation to the world of work, training and/or mentoring programs. This Guide offers suggestions for Federal agencies to consider in an effort to retain jobs for newly hired former welfare recipients. The diversity among welfare recipients is immense, so the choices available to new employees in this category must be structured to meet a broad spectrum of needs.

### ***CAREER ASSESSMENT AND/OR COUNSELING***

Not infrequently, people who leave the welfare rolls have insufficient knowledge of their own skills and abilities to make informed choices about their career paths. The Federal Government is well positioned to provide new workers with assistance in the areas of career development. In the event that the employee requires counseling related to personal or family issues, the Federal hiring agency should provide counseling in those areas through the Employee Assistance Program (EAP). For information regarding related human resource services available in the community, the employing agency may wish to contact the organization that referred the employee.

### ***TRAINING OPPORTUNITIES***

Often the best thing employers can do for their organizations, as well as for individual workers, is to provide the opportunity for employees to upgrade their skills. Certainly the Federal Government is in the forefront regarding employee training, so the environment is perfect for employees who join the workforce in need of skills up-grading. In the event that your agency does not have the appropriate training available for a new employee, the referral organization may be of help in identifying training resources in the community that can meet the need.

### ***MENTORING***

Once the new employee is working, the agency should establish a mentoring system to provide an opportunity for long term employees to “guide” newer employees through the process of assimilating into the workforce. Recent successful welfare to work programs place an emphasis on post-placement support, training, and mentoring to ensure the employee is given every opportunity to succeed.



Human resource offices in Federal agencies need to be aware of the many employment barriers that may contribute to welfare dependency. Through no fault of the individual, transportation, child care and limited job skills may combine to form a barrier to full-time employment.

### ***CHILD CARE***

Child care availability and expense is a often a major barrier faced by welfare recipients when seeking and continuing employment. Many Federal agencies now have on-site day care centers for employees. However, some of the centers have long waiting lists and cannot respond to immediate needs. In the event that a new worker is in need of child care and is on a waiting list, the referral organization or other human services organizations in the community may be a good source of information about child care resources. Additionally, the new welfare reform legislation extends child care benefits for a year beyond the limit of financial assistance.

### ***TRANSPORTATION***

Based upon the information available from the Urban Institute and anecdotal feedback from the Workforce Development System, the availability of dependable transportation is often as much of an employment barrier for welfare recipients as the availability of appropriate child care services. Federal agencies hiring welfare recipients should be prepared to investigate public transportation options and to develop innovative solutions in areas where the options are inadequate.

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